

Telaye Fikadu Mulubiran

# An assessment of Woreda Capacity

The case of Gindeberet and Abuna  
Gindeberet Wereda in Oromia National Regional State



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## **Dedication**

This thesis is dedicated with heartfelt love and devotion to my mother W/ro Hamelmal Wasie who sacrificed her golden times and happiness in life to see her son where he is now.

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## **List of Abbreviations**

ACBF- African Capacity Building Foundation

BPR-Business Process Reengineering

BSC- Balanced Score Card

CBDSD- Capacity Building for Decentralized Service Delivery

CBOs-Community Based Organizations

CHIP- Civil Society Human and Institutional Development Program

DLDP-District Level Decentralization Program

ICT-Information Communication Technology

NCBP-National Capacity Building Program

NGOs-Non-Governmental Organizations

OECD- Organization for Economic Cooperation and Development

PS-Professional Science

PSCAP-Public Sector Capacity Building Program

SDPRP-Sustainable Development and Poverty Reduction Program

SPSS-Statistical Package for Social Science

SWOT- Strength, Weakness, Opportunity and Threats

TVET-Technique Vocational Education and Training

UN-United Nations

UNCRD- United Nations Center for Regional Development

UNDP- United Nations Development Program

WB-World Bank

WGLL- Peace Building Working Group Commission on Lesson Learned

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## **Abstract**

*This research assesses woreda capacity in Gindeberet and Abuna Gindeberet Woreda of West Shoa Zone Oromia National Regional State since the implementation of District Level Decentralization Program. To this end, the research has assessed the human resource, financial, managerial, facility capacity as well as the extent to which enabling work environment and community participation is available. In order to achieve these objectives, qualitative and quantitative research approaches were used. Furthermore, to generate qualitative and quantitative data primary and secondary sources were employed. Key informant interview, questionnaires, and focus group discussions were used as primary sources whereas financial and human resource reports and other relevant documents were used as secondary sources. Both probability and non-probability sampling techniques were employed.*

*The finding of the study indicated that the capacity building program which was launched to address the problem of rural woredas has not brought about significant changes or could not bring about the desired change though there are some improvements in terms of community participation, service delivery and responsiveness to customers. It has also empowered woreda civil servants to provide decisions on their own. However, constraints of resources and its utilization, lack of conducive work condition, lack of strong political leadership and commitment, and lack of governance system have been identified as factors responsible for the ineffectiveness of the program. Accordingly, the study found out among other things, problem of adequate and competent human resources as well as lack of managerial capacity. Furthermore, woredas have limited financial and human resource autonomy as well as lack autonomy to set priority and targets. Besides, low revenue generating capacity has forced woredas to heavily rely on block grant from the regional government. Moreover, the overall work environment was not conducive and attractive as inter alia organizational structures were unclear, unstable and complex as well as there was weak coordination and communication among local governance actors. The level of the participation of the community in matters affecting their life was found not to the desired level.*

*It is therefore, generally recommended that for the capacity building effort to be materialized and achieve the desired objectives, there is a need to fulfill the following conditions that enhances the successful implementation of the program, viz. availability of resources and proper utilization, strong political leadership and commitment, enabling work environment and the governance system has to be improved.*



# Chapter One

## 1 Introduction

### 1.1 Background of the Study

Decentralization and local governance are not a new concept though their emergence and exposure to academic discourses and discussions is a recent phenomenon. The two concepts are highly interrelated and interdependent concepts as local governance is defined to be the interaction between or among different local governance actors (private, public, and civil society organizations) as well as the coordination and integration among different sectors; whereas decentralization is a process that involves the transfer of planning, management, resource raising and allocation responsibility and functions from the central government and its agencies to one or more of the following local governance actors or institutions: field units of central government ministries or agencies, subordinate units or levels of government, semiautonomous public authorities or corporations, area-wide, regional or functional authorities, or nongovernmental private or voluntary organization.

Accompanied by one or more of the following benefits of decentralized governance like improving the life of people at local level, enhancing human development, and deepening democracy, bringing the government closer to the people, promoting government responsiveness and accountability, increasing government's flexibility to address diverse needs of the population, reducing corruption through enhanced oversight, promoting the dispersal of power from monopolized political structures, and ensuring allocative efficiency (Rondinelli, et.al., 1983; Smoke, 2003; Rondinelli, 1999; Rondinelli, et.al, 1989; Litvack, et.al., 1998; Devas, 2006; Olowu, 2001; Conyers, 2006; Shah and Thompson, 2004; Hadingham, 2003; Lister and Betley, 1999; Cheema and Rondinelli, 2007; Crawford and Hartmann, 2008; Faguet, 1997; Middleton et.al., 1987) though the result is one of mixed (Rondinelli, et.al., 1983), several countries have embraced one or more forms of decentralization as a means to promote participatory development and governance.

Ethiopia has a limited experience of decentralization compared with several other African countries in which developed system of local government prevailed from colonial powers legacy.

The effort to decentralize responsibility and power was begun in the country during the reign of emperor Menilik II with the purpose to ease the tension between the center and the periphery on the one hand and the administrative systems on the other (Daniel, 1994). The effort continued under the reign of emperor Haileselassie I who issued different proclamations and decrees such as the administrative decentralization of 1942, and Order No. 43 of 1966 to empower *awrajas* with a deconcentrated responsibility and functions and promote rural development as well as bring the growing local government activities in to manageable dimensions (Tegegne and Kassahun, 2004; Meheret, 2002; Dickovick and Tegegne, 2010; Fenta, 1998). The Derg regime also continued the top-down system of administration through establishing a centralized and unitary state. Furthermore, the regime had instituted Urban Dwellers Associations and Peasant Associations and Service Cooperatives as an instrument to bring about economic, political and social development through devolving substantial authority (Yigremew, 2001). However, decentralization with the objective of empowering citizens and devolving power was not exercised and genuine.

In order to realize the benefits of decentralization the present government has adopted decentralized system of governance through the 1995 constitution that declared the country as federal government comprising of nine national regional states and two administrative cities (Addis Ababa and Dire Dawa) with power and authority to self-rule. The constitution has empowered regional governments to have their own legislative, executive and judicial power; to pass legislation on matters falling under their jurisdiction, to enact state constitution and other laws consistent with the federal constitution; formulate and execute economic, social and development policies, strategies and plans; administer land and other natural resources as per the federal laws; levy and collect taxes and duties on revenue sources reserved to them and to allocate and administer budget; enact and apply laws on the state civil service and their condition of work; and establish and administer state police force, and maintain public order and peace within their jurisdictions (Federal Democratic Republic of Ethiopia, Constitution, 1995, Article 50 & 52).

Even though, Article 50 (4) of the federal constitution proclaimed that in order to enable the people participate directly in the administration of local units adequate power to be granted to the lowest units of government, in the 1990s the initiative of decentralization was mostly limited to